

VILLAGE OF COMBINED LOCKS COMPREHENSIVE OUTDOOR RECREATION PLAN 2020-2025



This document was prepared by the Combined Locks Plan Commission and Village staff and was adopted by the Combined Locks Village Board on February 21, 2023

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Photos

Courtesy of Kimberly High School Digital Media Students (unless otherwise noted)

INTRODUCTION

The Village of Combined Locks has endeavored to provide ample green space and quality parks facilities for leisure-time activities for the residents of and visitors to our community. The precious resources that are our parks facilities provide the residents of the Village with a living environment filled with natural beauty and facilities for recreational and play activities. The community leaders recognize the need for planning in order to protect and enhance the natural resources of our parks facilities and the need to maintain a high quality of life for current and future generations.

The <u>Combined Locks Comprehensive Outdoor Recreation Plan</u> has been developed by the Plan Commission and approved by the Village Board of Trustees to serve as a guide for the continuing development and redevelopment of the community's park system and recreational amenities. As a prelude for deriving the goals and objectives, the plan inventories existing parks and facilities. This serves as the cornerstone for formulating general and site specific recommendation, which will provide the basis for all projects included in this document. The plan is a living document, subject to change as park improvement projects are completed, recreational amenities are updated and goals & objectives are modified.

COMMUNITY BACKGROUND

The Village of Combined Locks is located in the southeastern corner of Outagamie County a short distance east of US Highway 441; situated on the north and south side of County Trunk Highway CE.

The Village has approximately 3,641 permanent residents who are a portion of the 260,000 plus population of the Fox Cities metropolitan area. The Village is largely built out and has a stable residential, commercial and industrial base. The population has experienced a growth rate of approximately 37.4% between 2000 and 2010 and 9.2% between 2010 and 2020. Combined Locks is a well-established riverfront community with a pre-settlement Native American history that goes back thousands of years. The Dutch, Irish and German settlers came to build the Locks system, operate the paper mills, and farm the rich soil. In 1920 the Village of Combined Locks was born when it was incorporated as a Village after having been a company settlement for the pulp and paper mill built on the Fox River by the Combined Locks Paper Company in 1889.

The community is an attractive place to live with well-kept homes, good schools and convenient access to shopping and recreational opportunities. Combined Locks has a paper mill as a major employer in the community and is in the midst of developing a Business Park at the southwest corner of CTH CE and Debruin Road, which offers very good access to US Highway 441. Kwik Trip became the Locks Business Park's anchor in 2020, and additional development is optimistic. The 441 Tri-County Freeway is a part of the loop transportation system that serves the surrounding Fox Cities Metro Area communities. A variety of recreational opportunities are found in Memorial Park which lies near the center of the community adjacent to the community's Civic Center and municipal offices. A full range of convenient shopping is readily available within easy driving distance. The Fox River mall, which is the largest shopping mall in Wisconsin north of Milwaukee is located only about 14 miles to the west. The Appleton International Airport is less than a 20 minute drive away.

The Village of Combined Locks is bordered by the Fox River and the Village of Little Chute on the north, the Village of Kimberly to the west, the City of Kaukauna to the east, and Town of Buchanan to the south. These communities make up what is known as the Heart of the Valley.

COMMUNITY DATA

Table 2-2: Historical Census Population Comparisons, 1999-2020

Jurisdiction	1990	2000	2010	2020	% Change 1990 - 2000	% Change 2000 - 2010	% Change 2010 - 2020
V. Combined Locks	2,190	2,422	3,328	3,634	10.6%	37.4%	9.2%
T. Buchanan	2,484	5,827	6,755	6,857	134.6%	15.9%	1.5%
C. Kaukauna	11,982	12,983	15,462	17,089	8.4%	19.1%	10.5%
V. Kimberly	5,406	6,146	6,468	7,320	13.7%	5.2%	13.2%
V. Little Chute	9,207	10,476	10,449	11,619	13.8%	-0.3%	11.2%
V. Sherwood	837	1,550	2,713	3,271	85.2%	75.0%	20.6%

Source: 1990, 2000, 2010, 2020 Census (P001001)

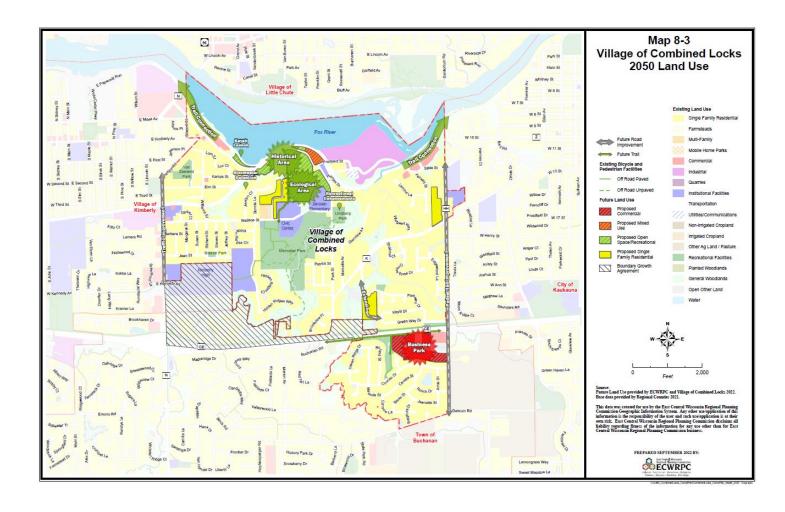
Table 2-3: Combined Locks Population and Median Age

	200	8-2012	2016-2020		
	Estimate	Median Age	Estimate	Median Age	
Combined Locks	3,310	39.8	3,588	37.9	
Outagamie County	176,777	37.3	186,829	38.4	
Wisconsin	5,687,219	38.5	5,806,975	39.6	

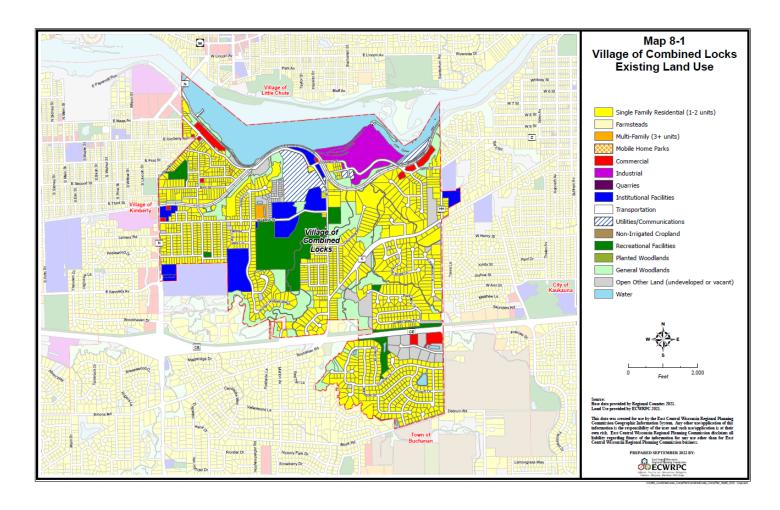
Sources: ACS 2008-2012 & 2016-2020; B01001, B01002

LAND USE-2040 VISION STATEMENT

In 2040, the Village of Combined Locks is a desirable and vibrant community of well-maintained residential neighborhoods, exceptional parks and trails, and a high-quality business park. Village leaders guide innovative Land Use and Growth Management Strategies to ensure that the quality of life associated with Village history is maintained. Redevelopment of outmoded land use parcels to higher value new development has allowed the tax base to grow while minimizing the investment in new infrastructure. Recreational opportunities continue to expand with development of new areas along the riverfront. New residential in-fill development of open land has aligned with sustainability practices that respect the natural environment while maintaining the feel and character that defines the Village of Combined Locks.



Future plans include: Historical Area, Ecological Area and Trail Connections



Recreational Facilities. Recreational facilities are defined as land uses which provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities(playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini- golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

According to the National Recreation and Park Association (NRPA), local communities should provide a minimum of 10 acres of park and open space for every 1,000 residents. These standards suggest that the Village of Combined Locks' present need is 31 acres. This figure is expected to increase to 35 acres by 2030, as the population of the Village increases to 3,459 people. The Village of Combined Locks currently has 93.36 acres of park and recreational land. Based on these standards, the Village has an adequate amount of park and recreational acreage to meet these standards through the year 2030.

To maintain Combined Locks' status as a desirable place to live, it is important to preserve existing and develop new recreational facilities. The Village regularly participates in planning for open space and recreation, most recently in 2022 and 2023 with Combined Locks Outdoor Recreation Plan updates and amendments using the 2040 Comprehensive Plan.

Table 8-1: The Village of Combined Locks Existing 2022 and Historical 2015 Land Use Acreage

with Percent Change Over Time.

Land Use Class	2022 Acres	2022 % of Developed / Undeveloped Area	2022 % of Total Village Acres	2015 Acres (Historical)	% Change from 2015 to 2022
Single Family Residential	520.75	56.0%	42.68%	488.47	6.61%
Mobile Home Park	0	0%	0%	0	0%
Multi-Family Residential	3.29	0.35%	0.27%	0	0%
Commercial	16.18	1.74%	1.33%	13.9	16.38%
Farmsteads	0	0%	0%	0	0%
Industrial	41.18	4.43%	3.37%	44.47	-7.4%
Institutional	56.45	6.07%	4.63%	49.02	15.16%
Transportation	181.04	19.47%	14.84%	176.37	2.65%
Utilities & Communications	33.84	3.64%	2.77%	42.76	-20.86%
Recreational	77.22	8.30%	6.33%	77.2	0.03%
Total Developed Land	929.95	76.21%	76.21%	892.19	4.23%
Non-irrigated Cropland	0	0%	0%	5.28	-100%
Open Land	54.31	18.71%	4.45%	66.83	-18.73%
General Woodlands	105.61	36.39%	8.66%	125.36	-15.75%
Planted Woodlands	0	0%	0%	0	0%
Quarries	0	0%	0%	0	0%
Water	130.31	44.9%	10.68%	129.8	0.4%
Total Undeveloped Land	290.24	23.79%	23.79%	327.27	-11.32%
Total Acres	1,220.19				

Source: East Central Wisconsin Regional Planning Commission, 2015, 2022.

- Open Space / Greenspace Open spaces are parcels of land or areas that are reserved for the preservation of unique land, water, vegetative, historic, and other aesthetic features in their natural state. Open spaces should then be addressed separately from park settings. These areas may be publicly or privately owned. Open spaces may serve certain portions or the entire community. The size and level of service of open space areas varies with the type of use. The normal standard is one-two acres per 1,000 persons and two-five mile radius. Access is important since these areas provide a visual and psychological relief from urban development. Often, these areas take advantage of streams and other natural features, which then help preserve areas for wildlife and other environmental assets of a community. Urban green spaces can be used for linking open spaces/parks, public facilities, preserving natural resources/wildlife, preserving areas not suitable for development, and addressing the lack of open space in an area. These areas can be used as a less expensive means of addressing stormwater management. Open green space areas may or may not have to be improved but some amenities or characteristics may include:
 - walking/hiking trails (abandoned railroad lines, right-of-ways)
 - environmental corridors or linear parkways
 - creeks/streams/wetlands/drainage ways/rivers/ponds/lakes/floodplains
 - ravines and woodlands
 - areas of high groundwater
 - steep sloped areas (12% or greater)
 - minimal landscaping areas

Future Land Use

Examining existing land use patterns and analyzing development trends can help guide the desired future land use pattern. Map 8-3 shows future land use patterns which the Village values and plans to move toward in the future. Table 8-5 demonstrates the acreage value of the existing land use, the proposed changes over the next 20 years, and the proposed future land use. Land use categories that are expected to increase in the future include single-family residential (20 acres) and commercial uses (17 acres), mixed use (3 acres), and Recreational facilities (32 acres).

Table 8-5. Future Land Use Proposed Acreage Changes from Future Land Use Goals and

Land Use Class	2022 Existing Land Use	Future Land Use: (Proposed Acreage Changes)	Future Land Use: Proposed Totals	
Commercial	16.18	+16.78	32.96	
General Woodlands	105.61	-0.92	104.69	
Industrial	41.18	-	41.18	
Institutional Facilities	56.45	-3.04	53.41	
Multi-Family	3.29	-	3.29	
Open Other Land	54.31	-40.66	13.65	
Recreational Facilities	77.22	+31.91	109.13	
Single Family Residential	520.75	+20.44	541.19	
Transportation	181.04	-	181.04	
Utilities/Communications	33.84	-27.19	6.65	
Water	130.31	-	130.31	
Mixed Use	N/A	+2.69	2.69	
Total Acreage	1220.20	+71.81	1220.20	
		-71.81		

Source: East Central Wisconsin Regional Planning Commission, 2022 Numbers in Green Indicate an Increase in Acreage for the Future Numbers in Red Indicate a Decrease in Acreage for the Future

Land demand standards of 10 acres of publicly owned open space for every 1,000 residents provides a useful barometer for determining whether a community has adequate parkland to meet the recreational needs of its residents. Looking solely at the total recreational acreage currently owned by the Village, the acreage is double the recommendation. Maintaining the current parks system is one of the top priorities in accommodating our residents and visitors.

OVERALL GOALS AND OBJECTIVES

This Comprehensive Outdoor Recreational Plan for the Village of Combined Locks identifies goals and objectives to serve as a guide for community leaders to establish amenities for most enjoyable park and recreation system possible for our residents and visitors. The goals are desirable conditions to strive for in the future - common ideals of Village residents that can be achieved through the actions of local officials, private organizations, and individual citizens. The corresponding objectives specify in greater detail how these desired goals can be achieved. Together, the goals and objectives provide a basis for establishing Village policy regarding the future development and management of local park and recreation areas.

GOAL:

To ensure that quality open space and recreation facilities are provided for and made accessible to all residents and visitors of the Village in order to offer a variety of recreational resources with connectivity, where feasible.

OBJECTIVES:

- Provide a full range of recreational facilities to serve Combined Locks residents on a year round basis.
- Ensure that active and passive recreational areas and facilities consider elderly and disabled citizens in their design as well as meet the various needs of our community.
- Provide and maintain park and recreation facilities to serve all existing and future residential areas that reflect the changing needs/wishes of the community.
- Encourage regional efforts to provide for joint parks for regional use such as dog parks, major regional parks, and the preservation of sensitive and significant natural areas.
- Promote the benefits of parks and recreation to residents through public meetings, surveys and involvement opportunities.
- Provide safe and interconnecting trail systems throughout the community and to connect to neighboring communities.
- Maintain consistent design elements in future developments in landscaping, lighting and signage while creating unique park amenities at each park.

GOAL:

To conserve, protect, and improve environmental resources of the Village and surrounding area.

OBJECTIVES:

- Ensure the environmental and aesthetic qualities of the community are considered when planning for future development.
- Protect existing wooded areas, floodplains, and other unique natural areas from urban development.
- Preserve and/or create structures and sites that reflect the historical and natural heritage of the area
- Ensure that future development does not disrupt natural drainage-ways in the community.
- Protect our resources from invasive terrestrial plant species with help from volunteers such as the Sierra Club and residents.
- Ensure the preservation of trees for the parks and woodland areas of the Village through proper maintenance, planting of varied species and educating the public on tree care.

GOAL:

To encourage continued involvement of Village residents when planning for park and recreational development and redevelopment.

OBJECTIVES:

- Conduct public meetings and invite citizen involvement in developing or redeveloping the community's open space and recreation plan.
- Strive to involve various community/civic organizations in the planning process of park and recreation developments in the community.
- Strive to involve property owners whose homes immediately abut neighborhood parks in the planning and updating of such parks.

OVERVIEW OF PARK PROPERTIES

EXISTING VILLAGE-OWNED PARK AND RECREATION ACREAGE

Memorial Park	60.47*
405 Wallace Street	Community Park
Van Zeeland Park	5.27
237 Darboy Road	Community Park
Lindberg Park	16.28
415 Park Street	Community Park
Blaese Park	.77
535 Richard Street	Neighborhood Park
Greenway Park	4.42
135 Parkway Drive	Neighborhood Park
Coonen Park	6.15
550 Coonen Drive	Neighborhood Park

^{*}Memorial Park acreage excludes the Civic Center site, which occupies 5.51 acres of land.

A recreation system is composed of many different components, the combination of which provides facilities and landscapes for outdoor recreation. Many entities are involved in the development and management of recreational areas and facilities for a community and its surrounding area. Facilities provided by these entities should be complementary and serve a particular geographic area or recreational need. Parks are general classified as Community Parks or Neighborhood Parks.

Community Park

Community parks are large recreation facilities serving a population within a 1-2 mile radius. Typically community parks include all of the improvements found in a neighborhood park, plus ball diamonds and play fields designed for competitive athletics, tennis and basketball courts, off-street parking, and shelter and restroom facilities. Community parks may have lighted playfields, spectator areas and concession areas. Community parks are generally 5 to 20 acres. Larger community parks may include adjacent natural areas and may be significantly larger. The community parks in Combined Locks are Memorial Park, Van Zeeland Park and Lindberg Park.

Neighborhood Park

Neighborhood parks are Village-owned recreational facilities serving a residential neighborhood within a ¼ - ¾ mile radius. Generally neighborhood parks range from 2 to 5 acres. Typically, a neighborhood park includes playground equipment, playfields and picnic facilities. Larger neighborhood parks may include tennis courts, volleyball courts, basketball courts, and restroom facilities. Neighborhood parks in Combined Locks are Blaese Park, Coonen Park and Green Way Park.



Village of Combined Locks Parks and Amenities

Acres Amenities **Archery Range**

Baseball/Softball Diamond Basketball Court/Basketball Hoop

Fishing (Along Creek Banks) Flexible Lawn Space

Concessions Stand (Privately Operated)

Playground Equipment (Handicap Accessible)

Batting Cage/Backstop **Bocce Ball Court - future Community Food Pantry**

Drinking Water

Gaga Ball **Horseshoe Pits** Ice Skating/Hockey Rink Free Little Library Off Street Parking Pickleball Court

Restrooms Shelter - Rentable Shelter - Shade Sledding Hill Soccer Field **Tennis Court** Volleyball Court

Walking Trails

Community Parks	Memorial Park 405 Wallace Street	Van Zeeland Park	Lindberg Park 415 Park Street	Neighborhood Parks	Blaese Park 535 Richard Street	Coonen Park 550 Coonen Drive	Greenway Park 135 Parkway Drive	Other Recreation	Don Fries Recreation Area 405 Wallace Street (East Entrance)	CE Trail (North of County Hwy CE between County Hwy N and County Hwy HH)
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MEMORIAL PARK & DON FRIES RECREATIONAL AREA

Memorial Park is located in the central portion of the community. The park underwent a complete transformation in 2004. Old park structures and facilities were removed – and completely new park facilities were installed in their place. The park can best be described as a multi-use facility to include lighted baseball fields, lighted volleyball court & basketball court, child play area, bathroom facilities and shelter area, soccer fields, horseshoe pits, archery range with elevated shooting platform, and lighted pathways. Additionally there are 40 acres of wooded property, ravine-lined property with hiking trails, ice skating area, sledding area, and soccer play fields. Memorial Park is the main park facility for the community.

The Don Fries Recreational Area is on the east side of Memorial Park and the Combined Locks Civic Center Campus. It includes soccer fields, a sledding hill, an ice skating rink, and is a trail head for a good stroll through the 60+ acres of forest. The topography allows for a natural amphitheater, and music events have been held there.













Trail photos by Racquel Giese



FUTURE IMPROVEMENTS FOR MEMORIAL PARK

- New fencing around playground; and other fencing maintenance
- Upgrade all existing trail & park lighting to LED
- Shelter soffit & ceiling replacement 2022
- Construct a new grilling area away from the current location under building soffit
- New service door & trim on 3rd base line shed on BVH field
- Crossbow specific targets for archery range
- Remove & replace failing trees behind BVH field
- Upgrade backstops on all three ball fields to net systems
- Splashpad
- Pickleball courts
- Phase out and replace existing wooden benches ongoing
- Reseal basketball court surface 2023
- Improve drainage in upper sitting area, remove trees to create more sitting areas 2022 drainage
- Improve drainage on sledding hill 2020
- Upgrade existing volleyball court
- Annual clean-up of underbrush & blowdowns ongoing
- · New retaining wall, west of ice rink, front of Civic Center
- Repair /reseal asphalt walking trail
- Epoxy coating on restroom/meeting room floors 2023

FUTURE IMPROVEMENTS FOR DON FRIES RECREATIONAL AREA

- Install fencing or rocks (barrier) on the western edge of the lower parking lot to prevent vehicle damage of the playing field
- Phase out & replace existing wood benches ongoing
- Improve the Jason Wolf Memorial area
- Create additional seating/picnic areas
- Connection to Lindberg Park
- Construct amphitheater with restroom
- New tree plantings on the north side hill along Wallace street
- Annual clean-up of underbrush/fallen trees ongoing

COMPLETED IMPROVEMENTS AT MEMORIAL PARK & DON FRIES RECREATIONAL AREA

- 2015 Paint and replace some playground equipment
- 2016 Completed aerial deer survey
- 2018 Installed LED lighting

VAN ZEELAND PARK

Van Zeeland Park is located in the northwest section of the community. The park also underwent a complete transformation in 2022. A new park shelter with bathrooms was constructed. The park is also a multi-use facility to include soccer fields, full-size basketball court, pickleball court, child play area, open play area, and future bocce ball and gaga ball structures.







FUTURE IMPROVEMENTS FOR VAN ZEELAND PARK

- Complete redevelopment of park and shelter 2021 through 2022
- Add Bocce ball court
- Add Gaga ball court
- Change drainage ditches to drain tile
- Additional shade tree planting
- Add more Pickleball courts

COMPLETED IMPROVEMENTS AT VAN ZEELAND PARK

- 2016 Replace or paint small playground equipment
- 2016 Landscaped trail entrance at CE Trail
- 2018 Replaced park entrance signs
- 2019 Began redevelopment plans

LINDBERG PARK

Lindberg Park is located in the east central portion of the community. It is the oldest community park. The park is a perfect venue for small family reunions & gatherings. Improvements at the park include a tennis court with striping to accommodate Pickleball, a child play area, basketball hoop, grass volleyball, and bathroom & shelter facilities. This park also contains approximately 13 acres of wooded, ravine, undeveloped property. A portion of this park abuts Memorial Park.



Photo by Racquel Giese



Photo by Jim Ponto



FUTURE IMPROVEMENTS FOR LINDBERG PARK

- New exhaust fan serving kitchen/bathrooms
- Epoxy coating on restroom/kitchen area floors
- New basketball hoop
- Phase out & replace existing wood benches ongoing
- Re-grade for better drainage
- Addition parking on east end of park
- Replace asphalt 2020 laid thin asphalt layer on loop portion of driveway
- Replace existing merry-go-round
- Re-seal tennis court 2022
- Outdoor learning area
- Construct overlook
- Mountain biking trails
- Future full redevelopment
- Change tennis courts to 2 Pickleball courts

COMPLETED IMPROVEMENTS AT LINDBERG PARK

2015 - 2019

• 2016 Replaced or painted small playground equipment

BLAESE PARK

Blaese Park is located on the southwest side of the community. Blaese Park contains a child play area and open-air shelter facility. This is one of our neighborhood parks.







FUTURE IMPROVEMENTS FOR BLAESE PARK

- Improve drainage throughout park 2021
- Remove & replace trees as they are aging
- New fencing around small child play area
- Upgrade some of the existing playground equipment (slide area, metal climbing structure)
- Remove & replace existing wooden benches ongoing
- Upgrade shade shelter

COMPLETED IMPROVEMENTS AT BLAESE PARK

- 2018 Replaced park entrance sign
- 2019 Revamped planting bed by memorial plaque

GREENWAY PARK

Greenway Park is a neighborhood park facility for the Green Way Village Subdivision at the southeast section of the community. The park encompasses about 4.42 acres of land, some of which is hillside property. There is about 1.12 acres of flat land space upon which the park has been developed. Arnold and Jeanette Coonen owned the farmland that is now Green Way Village Subdivision. They annexed the property to Combined Locks for development. A "Name the Park" Contest was held, and Arnold and Jeanette chose the winner.







FUTURE IMPROVEMENTS FOR GREENWAY PARK

- Phase out & replace existing wood benches
- Upgrade all lighting to LED
- Construct bathroom facility if Rooyakkers property developed
- Connecting trail to future Rooyakkers Development to southwest
- Clear scrub brush and buckthorn to see peninsula could add25% more flat usable area

COMPLETED IMPROVEMENTS AT GREENWAY PARK

- 2015 Replaced small playground equipment
- 2018 Replaced park entrance sign

COONEN PARK

Coonen Park is the newest park facility in the community. The park was constructed in 2007 and encompasses 6.15 acres of land located within the Coonen Subdivision. The park is enjoyed by residents of the 245-lot-Coonen Subdivision. The park includes playground areas, a lighted pathway through the park, open play space, a basketball court, Gaga ball, grass volleyball, a shade shelter, and bathroom facilities.







FUTURE IMPROVEMENTS FOR COONEN PARK

- Improve drainage in playground area & western edge of park 2022
- Upgrade all lighting to LED
- Re-seal asphalt walking trail
- Re-seal basketball court 2023
- Phase out & replace existing wood benches ongoing
- Clearly defined park/residential lot lines; tree planting as boundary
- Replace paver planting areas with something else
- Revamp planting area by Coonen Park sign
- Epoxy coating on restroom floors
- Trail connection to CE Trail on north side of CTH CE
- Pickleball courts

COMPLETED IMPROVEMENTS AT COONEN PARK

- 2016 Improved park lighting
- 2019 Added Gaga ball

The Parks & Health Connection – 8 Ways That Parks Improve Your Health

- 1. Parks <u>increase exercise</u>. People who live closer to parks are shown to exercise more as the opportunity is there and people who regularly use parks get more exercise than people who don't.
- 2. Most moderate exercise takes place in parks, approximately 12%. Parks are where people get the **kind of exercise** their bodies need most.
- 3. Parks <u>reduce stress</u> and clear the mind. Outdoor areas boost focus and promote relaxation as the term being one with nature implies.
- 4. A park makeover with <u>aesthetically pleasing</u> spaces encourages use and promotes public health habits.
- 5. A <u>variety of amenities</u> can attract different users, i.e. skateparks, basketball and tennis courts, baseball, paths, and therefore encourage fun activities.
- 6. Dedicated <u>fitness zone exercise areas</u> encourage exercise and increase park use. Body fitness stations are becoming popular to encourage adults to workout.
- 7. Supervised <u>activities and programming</u> maximize a park's public health benefit. Getting people out and moving in a fun active setting is the best medicine.
- 8. Exercise is one of the cheapest ways to stay healthy. By promoting healthy habits, parks can help reduce health care costs.

Website: The Trust for Public Land:

https://www.tpl.org/blog/more-proof-parks-boost-health-whole-community